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ABSTRACT

Program evaluation strategies and techniques based on materials developed by the California Evaluation Improvement Project were discussed at this meeting of the Regional Interstate Planning Project (RIPP). RIPP members represent the State Departments of Education of ten western states, and have met periodically over the past nine years to discuss educational issues of general concern. Speeches at this session included: Education and the Federal Legislative Process: News from the Potomac, by Albert L. Alford; Purpose and Scope of the Rocky Mountain Regional Interstate Planning Project, by Lamar Lefevre; and History of the Rocky Mountain Regional Interstate Planning Project, by Evalyn Dearmin. (MV)

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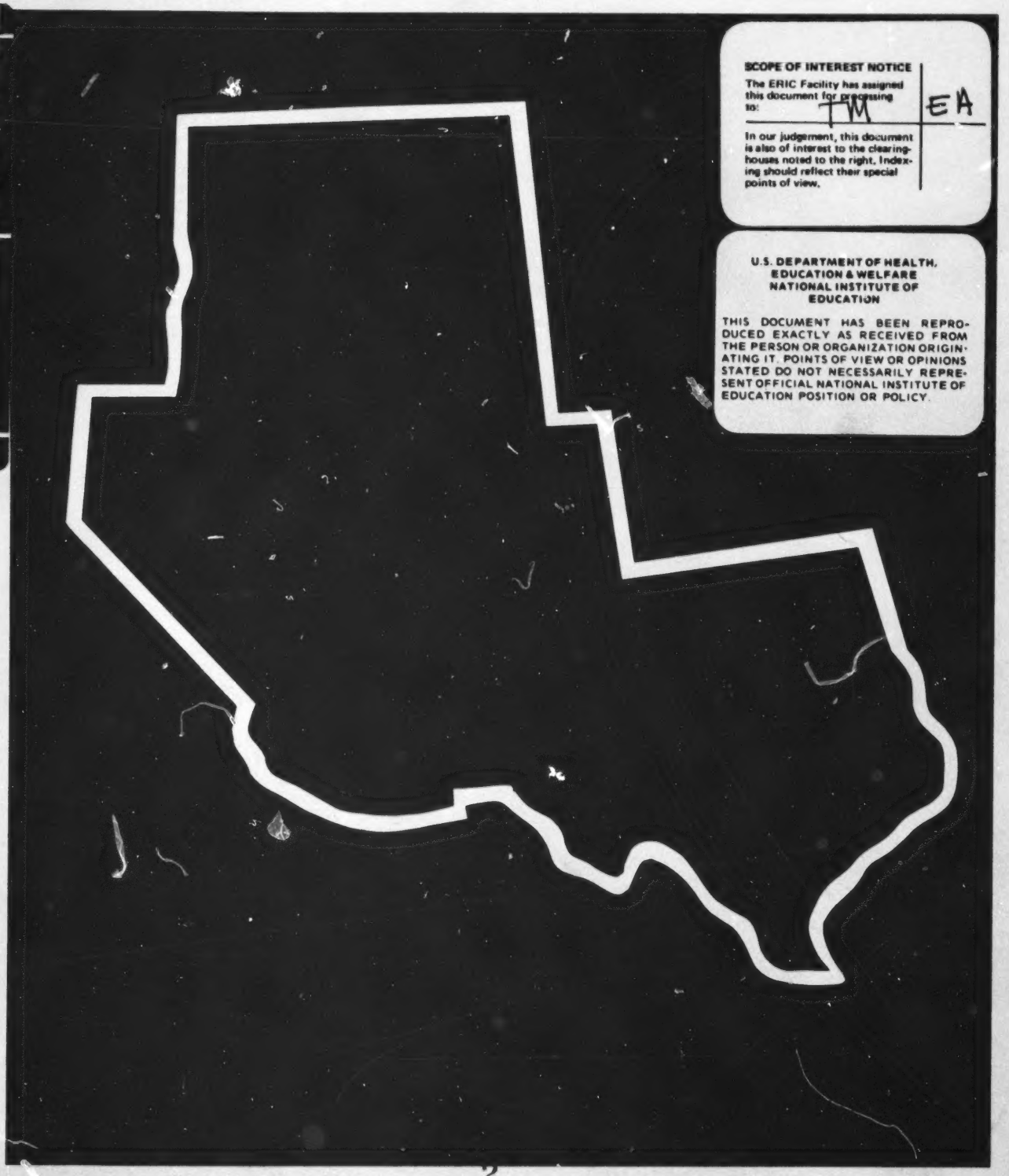
REGIONAL INTERSTATE PLANNING PROJECT PROGRAM . . .

VOL. IX



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REGIONAL INTERSTATE PLANNING PROJECT

LAS VEGAS, NEVADA

February 28 - March 2, 1977

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FOREWORD

Program evaluation stands high today among educational priorities. Knowing what kind of results the activities in the classroom are achieving has become increasingly important. Although the evaluation of students and staff is crucial, it is in the evaluation of educational programs that the most far-reaching benefits lie: program improvements that work for both students and teachers; conclusions drawn from hard data that help decision makers refine, expand, or drop a program; and results that have real meaning in terms of cost and effectiveness--meaning that can be communicated to school board members, parents, and others concerned with the schools.

In an effort to help advance the state of the art of program evaluation, the California State Department of Education received a developmental grant through ESEA Title V-C. The Project was directed by William H. Bronson, he was assisted by Carolyn M. Fowler, and they were backed up by an impressive array of practitioners in the California schools. The results of the developmental grant resulted in three publications titled the "California Evaluation Improvement Project."

The Regional Interstate Planning Project staff was apprised of the project progress by Verl Snyder of the U. S. Office of Education. In July of 1976 the project staff invited William R. Bronson to share with the participants attending a seminar on "Evaluating for Effecting Educational Futures" what the California Evaluation and Improvement Project was about and the status of their activities.

He told us that in structuring a group to work with they had dealt primarily with the small school districts. Their objective was to raise skills at the local level in the areas of planning, evaluation, and dissemination. For assistance, they went to the county education offices. Their long range objective was to train a cadre of trained educational evaluators at all levels to continue to improve educational competencies. Three basic steps were used in conducting the workshops during the developmental stages--plan, conduct, and use; the rationale being you must plan if you have to conduct, and if you have to conduct it, you should be able to use it. In addition, what does the plan consist of that will determine the evaluation purpose and requirements? Why are you doing this? If you understand why you are doing something, it is much more clear what you have to do. In other words, you really can't separate program planning and program evaluation.

As a result of this overview of the project, it was determined by the (RIPP) project staff to sponsor a workshop based on materials developed by the California Evaluation Improvement Project.

The following seminar objectives were written to be achieved during the workshop:

1. All participants will become aware of and better informed about the California Evaluation Improvement Project and its approach to evaluation.

2. Participants who are program managers from state and intermediate levels and those who are already familiar with research and

evaluation concepts will be able to describe the project to others and to acquire skills required to present the materials in subsequent workshops.

3. Participants from local school districts will acquire skills required for implementing or improving evaluation designs in their own districts.

We engaged the services of William Bronson and Carolyn Fowler, from the California State Department of Education, to instruct the workshop participants about the evaluation model. In addition, Reginald Corder and J. Richard Harsh, from Educational Testing Services, assisted during the workshop.

The materials covered during the workshop consisted of three publications:

1. Program Evaluator's Guide: A basic manual that leads the participant through the steps required to develop and carry out a comprehensive plan of evaluation. There are chapters on purposes and objectives, planning and design, developing or selecting instruments, collecting and analyzing data, and reporting and applying results.

2. Workbook on Program Evaluation: A recording notebook with text that serves as a programmed instruction in program evaluation.

3. Evaluation Trainer's Guide: A detailed manual for teaching program evaluation workshops based on the Program Evaluator's Guide.

Other benefits derived from the workshop were:

1. Better evidence with which to discuss programs with school boards and communities.

2. More objective and accurate information on program results, both anticipated and unexpected.

3. Greater sensitivity to aspects of programs that need refinement.

4. More certainty that changes will mean improvements.

5. Greater assurance that resources will be allocated in the best possible way.

At this time, Educational Testing Service (ETS) has purchased the copyright privileges for the materials from the producers and are conducting a series of workshops to help advance the state of the art of program evaluation. Their evaluation improvement program, known as (EIP), will also combine new materials for program evaluation with instructional programs in their use. A section of this publication is devoted to the future goals and activities planned for "Evaluation Improvement Program Materials."

Lamar LeFevre, Director
Regional Interstate Planning Project
Nevada State Department of Education
4055 South Spencer, Suite 234
Las Vegas, Nevada 89109
(702) 385-0191

INTRODUCTION

The Regional Interstate Planning Project participants have met periodically over the last nine years at conferences sponsored by ten State departments of education to discuss new or topical issues of general concern. The most recent meeting was held February 28-March 2, 1977, in Las Vegas, Nevada, to discuss program evaluation strategies and techniques.

The R.I.P.P. Conferences are financed with funds provided under the Elementary and Secondary Education Act of 1965, Public Law 89-10, Title V, Section 505 as amended. The project has been administered by the Nevada State Department of Education under the supervision of Superintendent John Gamble who serves as Chairman of the Policy Board. Other cooperating State departments of education are Arizona, Colorado, Idaho, Montana, New Mexico, Oklahoma, Texas, Utah, and Wyoming.

During the process of transcribing, editing, and compiling the R.I.P.P. proceedings, the editors have sought to keep the material both brief and informative. The resulting report is, hopefully, a useful record of many thoughtful discussions.

Dr. Evalyn Dearmin, Co-Editor
Dr. Jake Huber, Co-Editor
Mr. LaMar LeFevre, Co-Editor
Research and Educational
Planning Center
College of Education
University of Nevada, Reno
Reno, Nevada

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April 20, 1977

Mr. LaMar LeFevre, Executive Assistant
Nevada Department of Education
R.I.P.P. Director
State Mail Room
215 East Bonanza
Las Vegas, Nevada 89158

Dear Mr. LeFevre:

On behalf of the E.T.S. staff who attended the Las Vegas Workshop on Evaluation, I wish to express our appreciation for the opportunity to meet with you and the R.I.P.P. membership.

This opportunity was especially important to us because of the high priority which E.T.S. accords to program evaluation. The Evaluation Improvement Program materials developed by the California Department of Education have contributed significantly towards helping teachers, principals, and program managers within the state develop improved evaluation skills. We are pleased to have been selected by the California Department to extend their work by publishing and distributing the E.I.P. materials on a national basis and appreciate the interest and support of the R.I.P.P. membership in providing advance information about their availability.

The E.I.P. materials are now available from E.T.S. in a somewhat revised format. Later in 1977 we expect to add additional components including instructor's transparencies, a slide/tape orientation presentation, a series of tapes in audiocassette form to serve as aids for the program evaluator, and an additional unit of instruction on the current Title I evaluation models.

The hospitality and courtesies you extended to us in your role as host were superb. We thank you and look forward to another meeting.

Very truly yours,

Reginald Corder

Reginald Corder
Professional Associate
Research and Advisory Services

for

Patricia Elias, Director, Research and Advisory Services, Berkeley
J. Richard Harsh, Director, Los Angeles Office
Theodore Storlie, Professional Associate, Evanston
Wesley W. Walton, Executive Associate, Princeton
Patricia Wheeler, Professional Associate, Berkeley

RC:pm

PROGRAM ACTIVITIES

Monday, February 28th

8:00 a.m.	Registration (Shiloh Room)
9:00 a.m.	Greeting *John Gamble* *Nevada Superintendent of Public Instruction* Introductions *LaMar LeFevre*
10:00 a.m.	Divide into two working groups Team 1 (Biloxi Room) *Carolyn Fowler and J. Richard Harsh* Team 2 (Shiloh Room) *William Bronson and Reginald Corder*
11:40 a.m.	Lunch on your own
1:30 p.m.	Reconvene group sessions Team 1 (Biloxi Room) Team 2 (Shiloh Room)
3:00 - 3:20 p.m.	Break (Biloxi Room)
3:20 - 5:00 p.m.	Work Session
5:30 - 6:00 p.m.	Personality Evaluation (Shiloh Room) (Comp. Showboat)

Tuesday, March 1st

8:30 a.m.	Coffee
9:00 a.m.	Session begins
10:30 - 10:45 a.m.	Break
10:45 - 12:00 noon	Reconvene work sessions
12:00 - 1:30 p.m.	Scheduled lunch Speaker: *Dr. Alford* *Associate Commissioner for Legislation* *U. S. Office of Education*
1:45 p.m.	Reconvene work sessions
3:30 - 4:00 p.m.	Break
5:00 p.m.	On your own

Wednesday, March 2nd

8:30 - 11:15 a.m.	Work Session
11:15 - 12:00 noon	Wrap-up Session

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EVALUATION	19

J. Richard Harsh
Workshop leader

Ralph Hay, Montana's R.I.P.P. Coordinator, and Montana participant Jim Burk

Dr. Al Alford, U. S. Office of Education, brought us news from Washington, D.C.

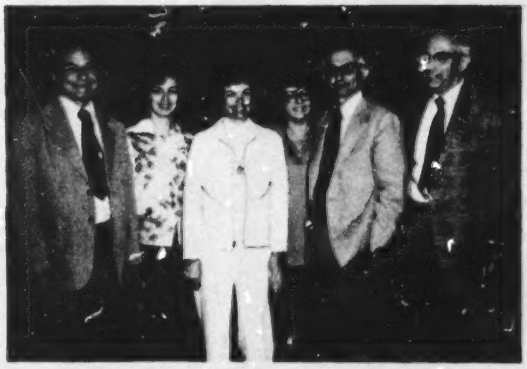
Alan Morgan, second from right, stands tall with New Mexico delegation

Dr. David Nelson, second on right, stands firm with the Utah Workshop participants

Gladys Dronberger, third from right, joins the Oklahoma delegation

Dr. Ed Steinbrecher, extreme right, and the Colorado Workshop participants

Nevada delegation - John Madson, Dr. Jake Huber, Dick Gunkle, Shirlee Wedow, Bill Arensdorf, Denis Graham, Ed Cordisco, and LaMar LeFevre

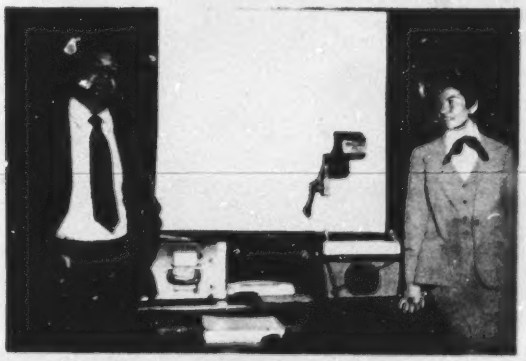


WORKSHOP PRESENTORS
J. Richard Harsh, Patricia Wheeler, Carolyn Fowler, Patricia Elias, Reg Corder, William H. Bronson

Dr. Walter Howard, Texas R.I.P.P. Coordinator, second from right, with Texas delegation

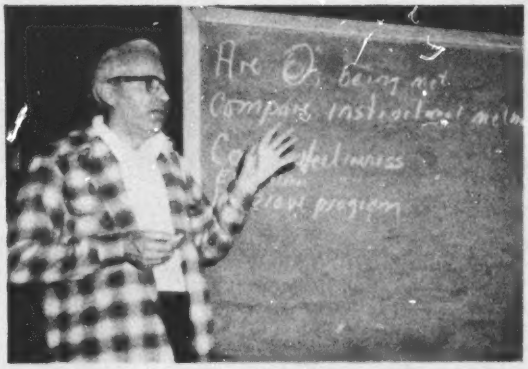
Dr. Charles Sandmann, Oklahoma, on right - makes sure of a point from the Evaluation Manual

Dr. Beverly Wheeler, Arizona R.I.P.P. Coordinator, on the right, John Madson, Nevada R.I.P.P. Coordinator, and Ed Cordisco, Nevada participant, note what's happening in the Evaluation Workshop



Richard Harsh & Carolyn Fowler

Workshop participants from Arizona - Toby Jalowsky on the left, Herma Hightower and Roy Gill



William Bronson of the California Department of Education, Workshop leader, makes a point on the chalkboard

Denis Graham of the Nevada Department of Education and Don Richards, Utah delegation, along with fellow participants, follow the Workshop proceedings

Shirlee Wedow, Nevada, joins Reid Bishop (on her right) and Idaho delegation

Dr. Charles Sandmann, far right, with the other Oklahoma participants

LaMar LeFevre, R.I.P.P. Project Director, Nevada, and Reid Bishop, Idaho, discuss a point with Workshop participants

EDUCATION AND THE FEDERAL LEGISLATIVE PROCESS:
NEWS FROM THE POTOMAC

by

Dr. Albert L. Alford
Assistant Commissioner for Legislation
U. S. Office of Education

Authorizations and Appropriations

For the past 12 years I have been in charge of the Office of Legislation in the U. S. Office of Education. As an assistant to the Commissioner I coordinate the activities involved in developing legislation, in developing testimony--in a sense selling it on the hill--not in the lobbying sense but in the preparation of the technical materials needed for testimony and backup for the administrative proposals in education.

In the Congress, the elementary and secondary programs are coming up for renewal. We are now looking at those particular programs more intensely. I work only with the authorizing legislation, which is quite different from the appropriations. Congress first has to grant the authority to set up and carry out programs. Getting the authorization, however, doesn't mean anything until you get the money to run it. You have to go through another set of committees and another process to get appropriations that really make the programs go--the dollars. Actually most people probably have a greater interest in the appropriation process than they do in the authorizing process; but you can't have an appropriation if you don't have an authorization, so they are both equally important.

From the appropriations end, and that's all we've really done much with at this time, the news is pretty good. The Carter administration sent forward their budget early last week. It increased by about one and one-half billion dollars over the Ford budget the amount for education. And not only that, and more importantly perhaps because the Ford budget actually represented an amount below what we were already scheduled to get in 1977, the Carter budget represents about a $600 million increase over the 1977 budget, which begins next October 1 and ends September 30, 1978. I have no indication that the Congress will give us less money than we ask for. In past years, Congress has tended to give us more than the President asks for. Certainly we would not anticipate a percentage increase as we have had for the last eight years because we are starting out with a much higher base, but there may be adjustments that the Congress will make on the dollars even beyond what the President has asked for.

In the Impact Aid Program the Carter administration took the same view as the Ford administration which had the same view as the Nixon administration and the same view as the Johnson administration: that the program is too big and needs to be cut back. Although that view has been consistent since the early 50's, Congress hasn't paid any attention to it in all these years. The program still keeps growing. We will again go through the exercise of determining whether we can cut the Impact Aid Program.

In general we are off on a positive note in the appropriations end. I hope that we will not have the kind of hassle that we have had for the last eight years

in fighting the general public concern to cut down or to hold educational expenditures below budget. I don't know that we can anticipate in the executive budget any large-scale increases of the magnitude that we are talking about this year as we come up in future years because President Carter is very concerned about the economic situation in this country. He's very concerned about inflation and unemployment. His major emphasis will be trying to solve some of these economic problems. If that can be done, domestic programs will be increased or adjusted as they need be. As a matter of fact, we really can't anticipate any major, large programs in the area of education unless the program is designed either to reduce inflation or unemployment or both. The emphasis will be on the kinds of programs that affect the economy.

Atypical Funding Sources

There are a couple of programs educators need to keep alert to. As a matter of fact there are some areas to mine for funds that are not in what are typically educational programs. The Public Works Act passed last year provided some $2 billion in potential appropriations for construction. The schools have fared well under this one, coming up with about 20 percent of the money nationally. Programs like these have to be worked through areas other than the normal educational hierarchy. The Public Works Act is operated through the Department of Commerce.

Another Public Employment Bill was tacked on as Title VI to CETA, the Comprehensive Employment Training Act, which was designed to create public jobs in areas of high unemployment. A few States have used this funding to develop kindergarten programs they needed which then made markets available for the hiring of unemployed teachers. So there is some potential even in this area.

Budget Reforms Act and Expiration of Authorization

Much educational legislation is now expiring. Let me just run over a list of the pieces of legislation that are up for renewal at this time. In the Office of Education we now operate under the new Budget Reform Act which was passed in 1974. We have to get our recommendations up to the Congress on a fixed timetable. The Congress, the authorizing committees, also have to take their actions by a fixed time in order to get the bills out on the floor to be considered. This requirement poses a real problem for us in terms of lead time. The law, as now set up, requires the authorizing committees of the Congress to report out by May 15th all legislation which will expire on September 30th of this year. We in turn have to have our recommendations through the Congress and through these committees a year in advance of May 15th; so we had to have ours in by last May 15th on the things that are expiring this September 30th. On May 15th of this year we will submit recommendations for the legislation expiring September 30, 1978. The problem lies in backing up from those dates to allow adequate time to evaluate the program and determine what should be changed.

We're getting lead times of two to two and one-half years in our internal process. That means evaluations have to be started three years or so in advance of the time that we need the information to deal with. So we may be talking in terms of five-year lead times to really effectively use the results of evaluations. Those deadlines and those dates compel us to get our act together.

We're having some problems now because of the change in administration. We have the Secretary of HEW confirmed and the Undersecretary of HEW confirmed, and that's it as far as HEW is concerned. The Controller has been asked to stay on, therefore, the Controller's Office is in place and operating; but all of the other assistant secretaries within the department and the Commissioner of Education and the Executive Deputy Commissioner and all of the five deputy commissioners are still scheduled to be appointed. In a number of cases the deputy commissioners have yet to be named. In none of these cases have the papers even gone forward to the Congress for the confirmation hearings. The nominees are in Washington working on a consultant basis, they are involved in developing policy, but they can't really give any direct orders for doing things. They are working on a very informal basis, which makes it difficult to undertake the tough policy decisions in many areas.

For example, we need to review the whole area of elementary and secondary education because those programs are due to expire on September 30, 1978. The Carter administration has, at least in general terms, rejected as an overall proposition the consolidation proposals of the Nixon and Ford administrations. They have not rejected looking at some possible consolidations at some point along the way, but they rejected the overall, wholesale concept that was used by the past administration. We have to look at the individual programs and make some determinations about them in time to send the recommendations to the Congress by May 15th. Because so many of our people are not yet on board, it will be difficult to render these decisions.

We have some more critical situations. The Library Services and Construction Act, for example, which deals with public libraries actually expired last September. We have an automatic one year carry-over authority for every program administered by the Commissioner of Education, so we still have authorization for it; but we do not go by that one year carry-over in terms of our deadline data for submitting the recommendations to Congress. If the program is not to be absolutely expired by this next September, obviously the Congress is going to have to move. The House did pass a bill last year extending the program, but the Senate never got around to it. The House has just reported out a bill, and they held hearings, and we were invited to come to the hearings, but since we did not have a position, we had to ask not to go forward. We didn't want to take a negative position, but we didn't have any other position at that time. The House has moved ahead and will undoubtedly get their bill passed on the floor, and the Senate has scheduled their hearings for March 9th. If we can now get our policy together in time for next week, we will go before the Senate and testify on the Library Services Construction Act.

In addition, of course, a number of bills have not been considered partially because as far as the administration was concerned we had to have them up last year, and so we did; but most of ours were involved in the consolidation. We simply threw them all in the consolidation package and didn't say anything about the individual programs: the Environmental Education Act, the Alcohol and Drug Abuse Education Act, and all of the discretionary programs in the Educational Handicapped Act. The Part D, the State Support Program under the Educational Handicapped Children Act, is now permanent authorization. It will not expire. Therefore, we do not have to deal with it, but all the individual parts dealing with the research and training and special kinds of projects do have a limited term of authorization which will expire at the end of this year. Of course, the one year automatic extension would carry over, so there's no urgency if this one does drag past October 1.

Title VI, the National Defense Education Act, which is area studies and language development, the Educational Television Broadcasting Facilities and the Head Start Program, or the Follow-Through Program that also includes the whole Head Start area of operation expire in 1977. We need to make some individual decisions on these in terms of review from the point of view of the Carter administration. The legal aspects of this are taken care of because the administration did send it forward last May, but a review process is needed.

The 1978 expirations, upon which we are going to have to make our recommendations the first time this May, include the whole Elementary and Secondary Education Act, all nine titles of that act--the big Title I, and the consolidation title which consolidates Titles II, III, and V and most of VIII, and Title IX, the Ethnic Heritage Program. The Adult Education Act also expires. We have made our recommendation to eliminate Part B of the Impact Aid Program, and that has gone forward. All the provisions of the Indian Education Act expire and are up for renewal. This area becomes important because a considerable amount of money flows from the Indian Education Act into the western part of the United States.

Our Special Projects Authority includes a discretionary fund for the Commissioner of Education. The law requires us to put at least half the money into the designated programs that Congress has picked out, and these include the Metric System, the Gifted and Talented Children, Community Schools, Career Education, Women's Equity in Education, and the Arts in Education Program. All of those need to be reviewed to determine where we are going with them.

As you can see, we have a very substantial number of items up for expiration. My office has a lot of work cut out for it this year. These authorizations probably will be considered over the next two years or year and a half because Congress has had a tendency, since about 1970, to pass one major piece of legislation, an omnibus bill, every two years. We have the Educational Amendments of 1970, 1972, 1974, and 1976. Most of these expirations will await packaging into the amendments of 1978.

Evaluations

Although I don't get involved in actually making evaluations, theoretically we are supposed to use them, and the Congress has placed a great emphasis on evaluation over the years. As a matter of fact, when Congress passed the large Title I program in 1965, annual evaluations were required. We had not requested an annual evaluation because we had thought more in terms of a five-year evaluation in order to give the program an opportunity to be developed. We really didn't think we could get much in terms of evaluation the first few years as the program was too new. But Congress said they wanted evaluations immediately.

One advantage to that is getting people started on evaluation. You have got to plan your evaluations and establish a baseline. You have to build that into the program. In a providential type of evaluation, you have to go back and pick up the data and try to recreate it. This poses real problems when somebody calls you to task on a true statistical analysis. You are usually unable to prove that your results mean much of anything. You need time to set up an evaluation, to plan it, and to get it into operation.

My office works very closely with the office in charge of planning and evaluation in the Office of Education. We are really part of the same office conglomerate. We try to set up a timetable to allow them to let their contracts and plan for the evaluations we will need so that these can be used as part of our planning process on the legislative end. We have really only started in the last three or four years to get this kind of intensive planning, and it hasn't come to fruition yet.

The National Institute of Education has a $15 million contract over three years to conduct studies in compensatory education. They published a preliminary report at the end of December. The other reports will be coming out toward the end of this year, but they will not really be available for us in terms of our transmittals to Congress on May 15th as far as the recommendations are concerned.

Evaluations, of course, are very difficult to apply. Even if we start getting all of them flowing into us, I don't know whether we will be able to use them or not. I've only had one instance of trying to use an evaluation in the 12 years I've worked with programs and that was on a proposal we made in the area of school aid. We called for the eliminiation of the large-state grant program, converting it into a discretionary program which could concentrate on some special areas where we had found that it was effective. From the very beginning, we had a strong evaluation component, and as evaluations began to flow out of it, we found, for example, the human relations programs in the school districts were quite effective. Because they secured positive results which seemed to hold up under all of the statistical analysis, we thought we should really go for that one area and spend less money in the discretionary portion.

When you try to propose less expenditures of money for programs and use your evaluation results as your backup for this, you frequently find that the evaluation results are ignored because, in many cases, the Congress does not want less money to flow, the local school districts do not want less money to flow, the States do not want less money to flow. A very, very convincing case has to be made in the use of evaluation results to bring about the end of a program. Of course, the long haul advantage in the use of evaluation is to improve the programs. But, if you are not really thinking in terms of cutting off programs or abolishing programs, you eliminate that concept. You assume that even if the nature of the program is adjusted slightly, the money is still going to flow. There is a need for all the money that we are now spending in education, but let's adjust it and get it into channels where it is going to do the most good. There, I think we may be able to use the evaluations to some effect.

For example, the 1974 amendments called specifically for a look at a change in formula for the Title I program--to move it from a poverty base distribution to an educational deprivation base. Put in those terms, you measure the educational abilities of the individual students, and you flow money in to remedy the deficiencies in the individual students. When we designed that program we correlated as nearly as we could the various census data that were available. It was fairly crude because we correlated educational achievement with poverty. It came out very high. I think it would hold true under any kind of assessment you make. There is a very high correlation between poverty and educational deprivation because the two things go together in the system. We did have the poverty measure; so it was very easy to send money out on that basis. Then we told the schools, after they got the money on the poverty measure, now look on an individual basis at your students and see what needs to be done in educational

terms. You may need a comprehensive reading program, you may need something in math, you may need this, or you may need that, but we'll leave it to you to determine what you need in those areas. We assume that when we get this money down to schools in an area that is poor, very high numbers of students are going to need this extra help in terms of educational support.

If, however, you try to use a measure of actual education deprivation and try to put that into a formula, you get into all kinds of problems. You have a problem of testing, of establishing tests that are recognized and accepted by everybody. When you try to do that on a national level, it becomes very important because the new increase in the Carter proposal of $2,635,000,000 is proposed to start in 1979, and that is a substantial piece of change no matter what way you look at it. It becomes very critical what measure is used in distributing the money. Hopefully, we will be able to use some evaluations of programs now being conducted by NIE to see whether it is possible to use another measure, even though they were only looking at the distributions in a school district, between schools. I'm sure if you find you can, there will be pressure on the part of some Congressmen to move it out into other areas; but it does convert the program. What it really means is that you give money for any child, whatever the income level of the parents, to help them to remedy their deficiencies.

All of you will be working on this in your individual States, and this will be flowing into the system because we have the Congress' interest in the State and local evaluations. They have made that quite clear to us. We're to utilize the bulk of our monies in the evaluation field for technical assistance for the creation of State and local evaluation programs. What we have to do under those kinds of systems, is to get them reasonably comparable so that the information that flows in can be utilized nationally. This problem always exists when you move out to the separate units. Many of our evaluation people tend to favor the national contracted evaluations because they control the data base, it's all collected in one way, and they think they can get statistically better results. That may be true, and it undoubtedly is true, but whether true or not the Congress has said, "We're going to do it the other way," and so we are going to have to improve the process and try to do something about being able to feed this whole thing into a network of evaluation.

PURPOSE AND SCOPE OF THE ROCKY MOUNTAIN REGIONAL INTERSTATE PLANNING PROJECT

by

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and
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Rocky Mountain Regional
Interstate Planning Project

On July 1, 1974 the Nevada State Department of Education assumed the administration of the Regional Interstate Planning Project. Since that date, the Project Policy Board has sponsored nine major seminars dealing with educational topics that were major concerns of the participating States. The meetings have been attended by State Department of Education personnel, staff from local school districts, university professors, staff from the U.S. Office of Education and regional offices. In addition we have had participants represnting local and State Boards of Education and other interested citizens.

During the time the Regional Project has been operational, many changes have occurred. The one change that is most noticeable, and the one that is least talked about, is the attitude of the State's representatives when they share program accomplishments, methods, and ideas that bring measurable results. Participating State staffs have developed a communication rapport. They listen and share ideas, utilize and refine information acquired about educational models in their respective States, and integrate such models into their program activities. As individual State agencies, they no longer re-invent the wheel each time they respond to an educational mandate.

Beyond the formal meeting times, the staff members from the different State agencies have made professional contacts through the several regions; and in the U.S. Office of Education. Contacts made by individuals with their counterparts in the various States and federal offices have become a valuable asset. Through these contacts, the process of responding to many educational concerns has been accelerated--especially where federal law and regulations are involved.

The national netowork of Interstate Projects was conceived to achieve the following objectives:

1. Identify, analyze, and work cooperatively on current and emerging educational problems of common concern to all or most of the participating States and territories.

2. Innovate, pilot and develop methods which can be used by State Education Agencies to strengthen their leadership and service capabilities.

3. Plan, develop and implement staff development programs which will improve State Education Agency personnel skills in solving identified problems.

4. Improve and stimulate intercommunication and dissemination of promising solutions of educational problems among participating agencies and the U.S. Office of Education.

To complement these national goals, the R.I.P.P. Policy Board developed the following goals to be achieved, while conducting various activities:

1. To increase the knowledge of selected SEA personnel relative to predetermined educational topics to the extent that knowledge gained may be useful to the participating SEAs.

2. To share current activities within the SEAs relative to the selected areas of common concerns to the extent that the participating SEAs may find the information to be useful.

3. To provide materials for dissemination to be used by SEA personnel and others not in attendance and for future reference.

4. To alert selected personnel about emerging trends in education and to provide assistance upon request so that participating SEAs will be in the forefront of new developments.

5. To maintain communication with the USOE Division of State Agency Cooperation.

As one reads the individual publications produced by the Project, a result of a seminar activity, it is evident that the national network goals and Regional Project goals were attained.

Now that authorization for funding the Project has been discontinued, and Project activities will no longer be scheduled as in the past, a few commendations are in order.

The R.I.P.P. Policy Board and Project staff would like to thank the U.S. Congress and U.S. Office of Education for making this type of activity available for the professional growth of the many individuals who have been involved in the Project during the years it has been operational. The Project staff would especially like to thank Verl Snyder and Dr. Al White for their many-faceted quality assistance, operating out of the Division of State Assistance, U.S. Office of Education

HISTORY OF THE ROCKY MOUNTAIN REGIONAL INTERSTATE PLANNING PROJECT (RIPP)

by

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Establishment

When the Rocky Mountain Regional Interstate Planning project was originally formed in 1968 as the Interstate Project on Planning and Program Consolidation, it consisted of a consortium of six States: Montana, Idaho, Wyoming, Colorado, Utah, and New Mexico. The States of Nevada and Arizona joined in 1969, after leaving the Pacific RIPP. Two other States, Texas and Oklahoma, also joined in 1972, bringing the present membership of the Rocky Mountain RIPP to a total of ten States.

The four States which withdrew from their regional projects to join the Rocky Mountain consortium did so for several compelling reasons. They felt a more common bond of concern with the other member States of the Rocky Mountain RIPP. The problems of these States with relatively low population densities and larger geographical expanses were more comparable to their own. Furthermore a greater cost savings could be realized if ten States combined into one group rather than several States meeting in two or three smaller groups.

The current membership of the Rocky Mountain RIPP also includes four of the USOE regional offices: Region X in Seattle, Region IX in San Francisco, Region VIII in Denver and Region VII in Dallas. This comprehensive representation serves to reinforce communication among the Western States.

Growth and Development

Initially the administration of the Rocky Mountain RIPP was situated in Denver under the aegis of the Colorado Department of Education and the directorship of Arthur R. Olson. A Board of Directors comprised of the chief State school officer of each participating State, or his representative, has served as the coordinating or planning agency from the outset of the project. Early each year topics of common concern among the ten participating States are identified and plans are made to develop seminars or workshops appropriate to the topics of greatest interest.

From 1968 to 1970 few documents were published by the Rocky Mountain RIPP. The discussions were of such a kind and quality, however, that they deserved to reach a wider audience; and in 1970 the first continuing series of seminar proceedings appeared entitled simply "A Workshop Report." The subsequent publications are ample testimony to the increasing value of the workshops and the growing diversity of issues confronting State departments of education.

Early Emphasis On Accountability

Recognizing a growing need to render themselves more accountable to the public and to their clientele, educators participating in the two RIPP workshops held in Denver, Colorado and Boise, Idaho in 1970 addressed themselves to the process of managing more efficiently by establishing objectives. Management by objectives (MBO) was the pervading theme of both conferences, and attention was focused upon the design and implementation of planning, programming, and budgeting systems (PPBS) for local and State education agencies..

The accountability issue was pursued at the next three conferences held in Phoenix, Arizona; Reno, Nevada; and Helena, Montana in March, April and July, 1971. The federal mandate to "give each student the competence he needs" dominated discussions of means to attain that end through changes in traditional organizational structures and through performance contracting.

The Phoenix conference attempted to acquaint participants with the specifics of performance contracting and to provide them with some guidance in implementing performance contracting in their districts or regions. The conference at Reno investigated two questions related to accountability: "Can the schools guarantee the acquisition of basic skills?" and "Do the schools use the most economical means to that end?" Several State department of education representatives discussed various systems for attaining accountability through performance contracting, management control, and appropriate evaluation procedures. The hazards and limits of these proposed methods were explored as well.

The subject of Management by Objectives was "revisited" once again at the Montana conference. The participants had moved from definition of abstract management concepts to a need for concrete information applicable to their specific circumstances. Nevada representatives offered a case study of their past experiences in SEA management, Oklahoma representatives proffered advice on developing a records and information management system, and Texas representatives submitted a State level management assessment system. The presentations were a reflection of the professional growth of the Rocky Mountain RIPP which had elicited issues of common concern and examined them fully from concept to practical application.

SDE's Seek Stronger Role in Public Policy-Making

In 1972 the attention of the consortium was directed toward providing future leadership. Rather than being reactive to the public demand for greater accountability, the SDE's were searching for a stronger role in making public policy. Problems attendant upon forecasting and improving decision-making came insistently to the fore. The historical handicaps of SEA's in developing policies and the politics involved in planning were stressed at the seminar held in Las Vegas, Nevada on February 29-March 1. An awareness was evident that substantial numbers of individuals and groups were interested in participating in the public decision-making process, particularly as it affected education. The means SEA's

could use to involve citizens and other governmental entities in systematic educational planning were examined as part of the new leadership role SEA's had to assume during a time of vociferous public controversy about education.

Controversial Issues Become RIPP Staple Fare

During 1972 William G. Grimsley, of the Colorado Department of Education, became the Director of the Rocky Mountain RIPP. In Denver, Colorado, at their July 18-20 meeting, conference participants grappled with an exceedingly controversial issue--the performance-based teacher education/certification movement. A statement made by the seminar correspondent Guilbert C. Hentschke of Columbia University Teachers College reflects the circumspect approach the RIPP conference planners were taking in regard to these kinds of issues:

> *As a group, the individual presentations tended to pull against each other. The strong points in theory are balanced by the problems encountered in implementation. Testimony about possibilities is seasoned with caution and even some skepticism. Yet, is this not about the only way to address a subject which is clearly emerging but whose specific future is to date unclear?*

That the caliber of the presenters was very high, including Karl Massanari of the AACTE, Wendell Allen of the Washington State University Department of Education, Theodore Andrews and Helen Hartle of the New York State Department of Education, D.D. Darland of NEA and Sandra Feldman of UFT, indicates the care being taken to assure that the selected issue would be examined fully from a variety of professional perspectives--the teacher training institutions, the teacher unions, the SEA's, and educational researchers.

In 1973 the Rocky Mountain RIPP turned its attention to the most "widely publicized current issue in education," school finance reform to achieve equal educational opportunity. The terminology of the seminar presenters indicates the dimensions of legislative and legal intrusion into school planning processes. The Serrano v. Priest decision in California, preventing the quality of education from being a function of district wealth, and the Rodriguez v. San Antonio Independent School District case, which found wide disparities among per pupil expenditures in Texas, forced States to devise alternative systems for funding public education; and the RIPP seminar considered these. The personnel in the SEA's, it is obvious from the presentations, needed a thoroughgoing knowledge of judicial, legal, and accounting principles if they were to keep on their heads the many new hats being placed there.

Multiple Issues Stretch SEA's Leadership Role

The 1974 Rocky Mountain RIPP workshops reveal how far afield the SEA's were required to go in maintaining a leadership stance in public education. At the February 19-20 conference in Albuquerque, New Mexico, the

participants discussed "strengthening communications at all levels." With so many clients to serve and listen to, the SEA's were concerned about improving their ability to communicate--with each other, with the legislatures, with the PTA's, with the LEA's, and with special interest groups. On the horizon were such tentative concerns as devising information management systems and management information systems.

The seminar held in Las Vegas, Nevada, May 14-15, 1974, zeroed in on affective education and evaluation. It was another effort to examine methods of becoming accountable for the product as well as the process of education. Behind the topics discussed--"Child-Centered Evaluation," "Statewide Evaluation: New Mexico Style," "Information System for Decision-Making," "Behavioral Objectives in Perspective" and "Measurement in Support of Affective Education"--lay two very intense questions: what is the proper focus of the school in assessing child development, and how do you translate values and attitudes into educational objectives which can be measured? The writing of behavioral objectives, itself so much a part of an accountability schema, had apparently become a particularly noisome task which largely eliminated the affective domain. The abstractions wrestled with at this seminar perhaps reflect some frustration that the reach of education was exceeding its grasp.

Nevada Department of Education Sponsorship

In 1974 the Nevada Department of Education assumed the sponsorship of the Rocky Mountain Regional Interstate Planning Project Program under the direction of Lamar Lefevre, Assistant Superintendent of Public Instruction The program in Boise, Idaho, August 12-14, addressed community education, and once again it was clear that the schools had to learn to reach out to more publics. Among the questions explored were these: What is the concept of community education? What is the role of the SEA in community education? What is the responsibility of the local school districts to offer community education? What role should universities and colleges play in community education?

Despite the fact that community education threatened the whole organizational structure of elementary and secondary schools, the presenters were imbued with a sense of excitement. Beyond the economies offered by community schools was the fervent hope that the school and the community could once again unify as they once had in village life. Hope Kading, Vice Chairman of the Education Commission of the States, expressed it this way:

> *The secret, to me, of community education...lies in our ancient...concept of community. We must actually view the schoolhouse from all points in the circle, like a medicine wheel, because I believe that's the only way we're going to recover something that I find...crucially important--the sense of community.*

The next seminar at Salt Lake City, Utah, December 10-12, 1974, is a testament to the manifold issues that were marshalling at the doorsteps of educators: metric education, career education, exceptional children, education of the poor, educational governance. In his summary of the conference, Kenneth Hansen, Nevada Superintendent of Instruction, aptly termed it "a classic example of the Kurt Lewin force field analysis." By that he meant that in every session he observed, the participants seemed to be saying, "Here are the forces going for us. Here are the forces pushing against the solution of this problem. Let's sort them out and see where we go from there." It was a highly professional exchange of views of persons in very diverse fields and levels of education, what Hansen called "the RIPP mix." Robert F. Tardiff reported on the Math Education Task Force Recommendations for Metric Education, Roald Campbell reported on the Educational Governance Project and Assistant Superintendent Beatrice M. Smith of Texas reported on a pre-kindergarten screening program in her State.

SEA Staff and System Renewal Becomes Prominent RIPP Issue

Beginning with the conference in El Paso, Texas, April 1-3, 1975, the Rocky Mountain RIPP embarked upon a series of expansive topics, seeking new directions and methods of renewal. It was a refreshing view outward from an embattled educational promontory. The El Paso meeting focused upon the role of SEA's in international community education. An infusion of provocative ideas from Dr. Richard Bedggood, President of the New Zealand Community Education Association; from Dr. Shannon Hagan, Educational Officer of the Ministry of Education in Canada; from Dr. William Martin, Senior Program Advisor for International Education, USOE; and from Virginia Trotter, Assistant Secretary for Education, HEW, created a sense of shared communal purpose across cultures and geography. Trotter said fittingly: "I am convinced that the time has come when we are talking about renewed hopes and ethics and spiritual resources among our citizens, our institutions, and in our communities at home and abroad." The idea of community education was perceived as extending globally.

For the next RIPP seminar held in Helena, Montana, July 1-3, 1975, the Board of Directors returned briefly to the fray and chose once again a familiar topic, accountability, but with a different emphasis. The public demand for educational accountability had bred a basic need for information to support decision making and justify policy. Procuring that information on the most timely, cost-efficient basis had become a topic of intense and continuing interest to the RIPP consortium of States. They needed to know how to establish or improve Educational Management Information Systems.

The state of the EMIS art was thoroughly explored at this meeting. Each State was represented by a team consisting of staff from three levels: top management or policy making, State EMIS director or administrator, and EMIS analyst or technician. EMIS was defined, and ways to design systems which fit actual information needs were discussed. But, on the fringes or within the depths of each address to the conference lay a sense of frustration that EMIS's weren't accomplishing all that they should. The language of the data analyst and data processor invested

the discussion with the aura of technology rampant, but within the friction of debate between the users and producers of information, a sense of common purpose--to use these systems to help solve major educational problems--was attained.

Among more notable presenters at the conference were Dr. James Mitchell, Associate Superintendent of the Iowa Department of Public Instruction; J. F. Movizzo of the Data Processing Division, IBM; Thomas M. Nies, President of CINCOM Systems, Incorporated; and Mrs. Katherine Wallhan, National Center for Educational Statistics.

If the RIPP conferees were asked to look outward in El Paso, they were asked to look inward as well at the next seminar at Lake Tahoe, Nevada, November 12-14, 1975. The topic was "education administrative renewal," and the participants sought fresh direction and renewed vigor in coping with the many problems which beset them. Administrators were shown how to confront without having to combat by working through collegial systems for professional growth--and the emphasis was not on the system, but on the human element. The intrusion of so many compelling social issues into the schools--racial balance, sexual equity, student rights--strained the administrators' ability to respond. As Nevada Deputy Superintendent of Public Instruction James Costa saw it, "unless the administrator can be offered opportunities to develop skills and insights, to provide leadership in educational planning and directing, management by crisis will become standard operating procedure."

Again, at this conference, the emphasis was placed on "active optimism." Educational management, like corporate management, was presented as a perfectly workable process for resolving problems. The presenters were a distinguished group of professionals. Among them were Dr. James E. Conner, Director of the Staff Development Project, Council of Chief State School Officers, who spoke on educational management in terms of people and organization renewal; Dr. Patrick E. Connor, Associate Professor of Management at Oregon State University, who discussed individual versus group problem-solving processes; and Dr. Terrence Deal, Research Associate, Stanford Center for Research and Development Training, who discussed "productive collision" as a means of administrative renewal.

The next conference at Phoenix, Arizona, February 17-18, 1976, extended the examination of administrative renewal to school district personnel. As in previous conferences, the attempt was made to get down to specific cases. Individual programs were described and different approaches to help administrators become better educational leaders were examined. To round out the program Dr. James Pahlau, Director of Instruction, Cannon City, Colorado, discussed "Administrative Renewal in a Small School District." Dr. Richard E. Marr, Director of Personnel in Alvord, California, discussed "Administrative Renewal As Part of an Intermediate School Model"; and Dr. Charles Hough, Principal of Ingraham High School in Seattle, Washington, discussed "Administrative Renewal in an Urban Area: from the 60's to the 70's." The participants were given the "nuts

and bolts" approach to motivating staff and renewing self. The feeling of optimism, evident in the prior conference, prevailed at this one and might be typified by two comments, one by Dr. William D. Hawkins, Superintendent of the Brighton, Colorado School District, "The alternative to progress is decay;" and the other by James Klassen, Roseville Area Schools, St. Paul, Minnesota, "If you think you are beaten, you are."

Complex Issues in Evaluation and Bilingual Education Explored

When the RIPP consortium met again in Denver, Colorado, July 21-23, 1976, the topic chosen for investigation was "evaluation for effecting educational futures." Although evaluation is basic to accountability, a familiar subject explored in many previous RIPP conferences, it was difficult for the conferees to get a firm handle on it. Evaluation evidently means quite different things to different people. Dean Arthur Coladarci, Stanford University, summed it up in the tidy phrase "sacrosanct and profane."

The scope of this conference ranged broadly from Dr. Launor Carter's comprehensive review of the National Study of Title I projects being conducted by System Development Corporation, to a discussion of how information is utilized in decision-making by Dr. Roy Forbes, Director of National Assessment of Educational Programs, to presentations of several kinds of evaluation efforts by representatives of various SEA's. The addresses and discussions were rich in ideas, and the program was a very full one. The four objectives of the conference--to identify probable directions of change, to share experiences and ideas on evaluation activities, to review promising or emerging evaluation practices, and to secure concrete suggestions on utilization strategies for renewing or recycling educational programs--were admirably achieved, according to the workshop evaluation comments.

The next Rocky Mountain RIPP conference in San Antonio, Texas, November 17-19, 1976, confronted another topic particularly difficult to securely grasp because of the legal, linguistic, cultural and educational ramifications: bilingual education. It is a tribute to the conference planners that they were able to assemble such a remarkable array of professional and scholarly talent to pursue the implications of bilingual education so intensively.

The States of Texas, Arizona, and New Mexico, with their lengthy experience in biligual education programs, provided a keen, informed perspective for seminar discussions. Dr. Robert Acosta, Director of the Postsecondary Division of the Office of Bilingual Education gave a general overview of federal involvements. Henry Pascual, Director of the Bilingual Teacher Training Unit, New Mexico Department of Education was warmly received for his provocative discussion of "fifteen years in bilingual/multicultural education." The implications of the *Lau* decision were thoughtfully explored by Jim Littlejohn, Associate Branch Chief, Office for Civil Rights, Region VI; and Dr. Ed DeAvila's paper on language assessment, cognition, and the *Lau* decision provided a firm scholarly perspective. Dr. S. Gabe Paxton, Jr., Associate Deputy Commissioner in the Office of Indian Education, skillfully surveyed the problems of Indian bilingual education through many tribal projects.

This workshop, one of the last, was surely one of the best. It demonstrated the success of the Rocky Mountain RIPP format--"the RIPP mix." Representatives of federal, regional, State, and local educational levels met and investigated a complex topic of intense concern, they were exposed to abstract theory and concrete application, and they left with a much fuller knowledge of what bilingual education entailed and what they must work toward in the future.

Summary

During the nine years that the Rocky Mountain Regional Interstate Planning Project has been in existence, it has certainly fulfilled its initial purpose: to strengthen the leadership of the participating State departments of education. It has gone far beyond that, engaging the interest and support of regional offices and the USOE as well. It has proved to be a remarkably flexible forum, able to respond effectively to the various new demands confronting public education.

The issue of accountability has been a steadily recurring one. The related topics of management by objectives, information management, evaluation, and performance-based teacher certification were fully explored. It is apparent from the greater sophistication of questions posed and issues addressed that the SEA's have used the RIPP conferences to acquire or refine leadership skills. A healthy skepticism of systems or theories which offered shallow evidence of workability often appears in evaluation commentary. And each succeeding seminar has strived to include practical application.

Yet the forum has also reached often enough for those elements which nurture the spirit of education. Systems have not been given sway over concerns about children. Superintendent Jim Miller of Santa Fe, New Mexico, poetically posed the question for bilingual education:

> *They bring a people's native pride and find their culture is denied. Who will answer?*

The same concern was evident in discussions about community education, affective education, mainstreaming the handicapped, educational equity, and administrative renewal.

The RIPP organization has been thoroughly professional in its operation. For presenters, it has sought and secured the services of highly informed individuals within and without the educational community--legislators, corporate executives, professors, local school district personnel, teacher union representatives, federal and State officials, researchers, and attorneys. Because of the careful planning of the workshops, the participating SEA's have been exposed to a full exchange of ideas on many of the most pressing and troublesome issues in education. Consequently the Rocky Mountain Interstate Planning Project has evolved into a valuable conduit through which SEA's can seek and share experience and knowledge.

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EVALUATION FOR THE CALIFORNIA PROGRAM EVALUATION IMPROVEMENT PROJECT

Seminar Evaluation Form

I. DEMOGRAPHIC:

1. Professional Position (Check One):

4 local district staff

35 state education agency staff

0 school board

0 university staff

6 other: 4 ETS

1 Regional Education Service Center

1 Intermediate Unit

2. What State do you represent?

3. Overall, in comparison with other educational workshops you have attended, how would you rate this one?

5 -- Top 10% - 6

4 -- Top 20% - 22

3 -- Top 50% - 12

2 -- Lower 50% - 2

1 -- Lower 20% - 2

0 -- Why Bother - 0

Added by conference participant - 6 -- Top 2% - 1

SEMINAR OBJECTIVES

All participants will become aware of and better informed about the California Evaluation Improvement Project and its approach to evaluation.

Participants who are program managers from state and intermediate levels and those who are already familiar with research and evaluation concepts will be able to describe the project to others and to acquire skills required to present the materials in subsequent workshops.

Participants from local school districts will acquire skills required for implementing or improving evaluation designs in their own districts.

II. OBJECTIVES:

4. Were you able to identify probable directions in which evaluation could assist with the change process?

positively	yes, generally	only somewhat	not at all
20	22	3	-0-

5. Were you able to share experiences and ideas on evaluation activities and findings?

positively	yes, generally	only somewhat	not at all
12	26	7	-0-

6. Were you provided the opportunity to review promising or emerging evaluation models and practices?

positively	yes, generally	only somewhat	not at all
13	11	18	3

7. Did you gain ideas and suggestions that could be useful in your situation or responsibility?

positively	yes, generally	only somewhat	not at all
23	15	7	-0-

8. In general, how applicable were workshop activities to your local situation?

highly applicable	generally applicable	not applicable	no comment
12	31	1	1

III. PHYSICAL ARRANGEMENTS:

Please Comment:

No Problem	- 3	Quiet Favorable	- 1
Seating Style was Cumberson	- 1	Passable	- 1
Very Inconvenient for After Work Activities	- 1	Very Good	- 6
Fine	- 5	Nice	- 2
Excellent Accommodations	- 17	Hats off to Showboat Staff	- 1
Super	- 4	Comfortable and Adequate	- 1
		No Comment	- 1

IV. WORKSHOP PRESENTORS:

Well Prepared and Presented	- 24
Missing in Tone	- 8
Good Practical Approach	- 5
Good/Fair	- 5
No Comment	- 0

Added Comments by Participants:

Well Endowed	- 1
Poor	- 2

V. GENERAL COMMENTS ABOUT THE WORKSHOP:

Presentors Took Too Much Time	- 3
Presentors Should Have Worked With Group	- 1
Some Components More Useful than Others	- 6
Wednesday Morning Activity was Interesting	- 1
Too Much Material - Not Presented Well	- 1
More Participation from Groups	- 3
Thanks for Opportunity of Sharing Ideas with Others	- 2
Renewal to Me - Job Well Done	- 1
More Emphasis on Exercises	- 1
More Silent Reading and Less Lecturing	- 1

V. GENERAL COMMENTS ABOUT THE WORKSHOP - Continued:

One of The Better	-	5
Excellent	-	6
Very Useful	-	5
Pleasure Watching Richard Harsh Work	-	1
Felt A Little Rushed	-	1
Should Have Had Simulation Games Earlier	-	1
Needs To Be Structured	-	1
No Comment	-	4

VI. DID YOU ENJOY YOUR STAY IN LAS VEGAS, NEVADA:

Yes	-	20
Yes, But I'm Broke	-	2
Yes, Good Hosting	-	4
Yes, But Expensive	-	3
WOW	-	1
Too Short	-	1
So, So	-	1
Going Back To Work To Rest	-	1
Immensely	-	1
Very Much	-	2
Definitely	-	2
No Comment	-	7